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U.S. Navy Graduate Comptrollership Program

FIRST LINE SUPERVISION, KEY TO BETTER MANAGEMENT

For
Seminar in Comptrollership
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CHAPTER I

INTRODUCTION

In today's world of business and government there is a constant clamor for doing things better. In government one constantly hears that the cure-all is more "business in government". Yet, in my opinion, when one turns to business and looks inside there is inefficiency, unrest, and dissension. To combat these ills top management talks about such things as communications, human relations, internal controls and many other panaceas.

In the classrooms of the graduate business schools students are armed with the weapons of controllers and management engineers. They learn how the many facets of these professions provide the information and controls to permit top management to hold the business together and insure profits. Granted that to a degree some of this is necessary, nevertheless it is an "ulcer diet" for management.

If business and government continue to look over and beyond the ranks of first line supervisors for the answers to their problems then controllers and management engineers must continue to scheme and devise better ways of management by remote control. In nearly every instance top management forgets that the management to the worker is the first line supervisor and that all of the management techniques and gimmicks are interpreted to workers through this echelon of supervision.

Probably nine-tenths of the leadership the average employee receives comes from his immediate superior. To most employees this supervisor is the "company". Employees usually assume that upper management approves or condones his actions, however good or bad these may be. The managements of business and government tell about the importance of the supervisor but the criticism directed against him by both management and labor provides the evidence that the foreman is the

[illegible]

weakest link in the management chain.

The chapters that follow are my efforts to learn something about this first echelon of supervision.

CHAPTER II

WHAT IS SUPERVISION?

In the past supervision has been commonly referred to as an art. Today there is enough evidence in existence in our society to classify supervision as a profession. In order to best understand this statement, what are the requirements of a profession? Accepted professions of long standing satisfy these three requirements:

1. Special knowledge which requires considerable study and effort to obtain.
2. Certain standards, both ethical and technical, to which members of the calling are expected to conform and usually do conform.
3. A calling not purely commercial in that service to some cause or ideal is put higher than solely financial gain.[1]

Can we measure the supervision of people to these requirements?

Since a thorough understanding of human nature and a knowledge of the techniques of supervision are essential to success and these in turn are normally obtained through considerable effort and study, most certainly the first requirement has been met.

For the second requirement it can be claimed that standards and codes for supervisors are becoming quite common to our business scene in both government and private enterprise. The practice is spreading and these standards and codes are being lived up to more and more.

For the third requirement the question must be raised: is service to the persons under our supervision, and our loyalty to them, higher than mere financial gain? In some instances yes and in others no,

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[1] George D. Halsey, Supervising People, New York and London, Harper & Bros., 1946, p. 7.

[illegible]

[illegible]

[illegible]

but it must be remembered that the majority of our time honored professions have also compromised rigid adherence to this third requirement to a rather large degree. With this in mind, it is fair to say that the third requirement has been embraced.

Probably the most interesting definition of supervision has been constructed by George Halsey[2] who has the following to say:

	WHAT		HOW		PURPOSE
Supervision is:	Selecting Interesting Teaching Measuring Rating Correcting Eliminating Commending Rewarding	People	Fairly Patiently Tactfully	In order to cause them to do their assigned tasks	Skillfully Accurately Intelligently Enthusiastically Completely

Supervision is real skill in sound and logical thinking, fair and considerate feeling toward people and a sympathetic understanding of those subordinate. It is not a costume that one puts on and off at will but is a possession of certain qualities of body, mind, feeling and character which must be developed by training and discipline — not by acting.

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[2] Halsey, op. cit., p. 6.

CHAPTER III

DESIRABLE SUPERVISOR QUALITIES

In any program of selection or training of supervisors the first question which must be answered is what qualities, such as traits of personality, aptitudes, knowledge, and skills are desirable for success in performing the duties of a supervisor?

A tabulation of the qualities required for successful performance of each of the essential duties seems to point to certain qualities as those most needed for success. These are as follows:

Health

Regular attendance, ability to work long hours over a considerable period of time, sustained enthusiasm, a disposition not easily upset. Good health plays a role in all of these.

General Intelligence

An alert mind, capable of solving problems and of working out new ways to achieve desired results when the accustomed ways are made impossible or impracticable is an essential qualification.

Human Relations Intelligence

For success, any supervisor must be able to visualize what the effect of various courses of action he may take in endeavoring to meet a given situation will be on the feelings and actions of his employees, and he must be able to select the course which will accomplish the desired result with the least friction. He must have the ingenuity in human relations to be able to devise, and the tact and skill to carry out, new methods to meet unusual problems in dealing with employees.

Tact

Includes the faculties for knowing not only what to do, but doing it regularly and consistently. It is a combination of "human relations intelligence" and several other qualities, and it is this effective

In any instance of behavior or experience the [illegible] question which can be answered is what modifies, with or [illegible] [illegible], and [illegible] can [illegible] in determining the nature of a consequence?

A [illegible] of the qualities required for successful [illegible] of each of the [illegible] [illegible] [illegible]

combination which is essential to successful supervision.

Ability to Teach

Every supervisor engages in teaching for a large part of the time and he must do this part well or he is not a good supervisor. Through teaching the supervisor imparts to others the knowledge and skill he possesses and multiplies his own power of accomplishment. Good teaching also largely eliminates the need for correction and discipline.

Initiative

Initiative is the capacity for assuming responsibility and for starting and doing things, and the ability to carry through an undertaking without requiring too much detailed supervision. It requires a combination of courage, self-confidence and decisiveness. The courage is that quality of mind which enables one to meet dangers or difficulties with firmness and without wavering. The self-confidence is faith in one's own strength or powers, the belief in one's ability to do successfully the job he has undertaken. The decisiveness is action in a decided way and the support of his decision with a confident and courageous attitude.

Thoroughness

Thoroughness is the painstaking attention to detail, the making of a plan and sticking to it, the careful gathering of all pertinent information before making a decision and the setting up and using of records and systems so that nothing important is forgotten.

It is probable that this quality is more essential to the success of the supervisor than any other.

Courage

It requires courage to be honest and courage to be frank. It also requires courage to admit a mistake.

Ability to Teach

Every supervisor accepts it teaching for a large part of the
time and he must do this well or he is not a good supervisor.
Training involves the application insight to guiding the learning and
shall be consistent and motivating the use (some of successful).
Good teaching also largely eliminates the need for motivation and
discipline.

Initiative

Initiative is the ability for immediate responsibility can
for standing and doing things, and the ability to make decision in
major building without being told. It also involves a
willingness to undertake or continue self-motivation and decision.
The operator is also ready at any point where he is told decision
by circumstance with judgment and without hesitation. The supervisor
is alert to see a new approach or improve. The latter is only trying
to do something for its own satisfaction. The supervisor is
well organized and the approach of his operation with a certain
self confidence attitude.

Thoroughness

Thoroughness is the painstaking attention to detail. The doing
of a plan and evaluating to fit the overall purpose of the project
information before making a decision and the patience to see that it
accurate and arrives at that position important is completion.

It is possible that this quality is more important in the
success of the supervisor than any other.

Courage

It requires courage to be honest and courage to be frank. It
also requires courage to admit a mistake.

Emotional Stability

Serving as an aid in the steady and consistent exercise of all these qualities is emotional control. Emotional control does not mean the elimination of or the complete curbing of feelings. The supervisor must have strong emotions and he may even have deep-rooted prejudices.

The measurement of the degree of emotional control experienced is not by how strongly a person feels on any subject, or by the justice and soundness of his feelings, but by how he acts — by the extent to which his feelings are so restrained and directed that his actions are ruled by reason guiding his emotion; by the extent to which he prevents his personal likes and dislikes of people or his personal prejudices from influencing his decisions; by the extent to which he keeps worry of any kind from interfering with his work efficiency; by how calmly and with what good grace he takes well intentioned criticism, even though not tactfully made; and how little he allows some unpleasant or embarrassing incident to upset his equilibrium.

Enthusiasm

This is a state of mind that does not surrender readily to difficulties but overcomes them. Little can be accomplished in leading people without it. The enthusiasm though must be built on a firm foundation. This foundation must consist of genuine interest, knowledge and achievement.

Fairness

Fairness is the only safe foundation for any lasting success in supervising people. It is achieved only by much more than the wish and intention to be fair. It is only by careful and continuous watching to be fair in little things, supposedly unimportant things, that anyone can hope to achieve that high degree of intelligent fairness so necessary for success in supervision.

Functional Flexibility

Systems as are in the study may accommodate a wide variety of different functional requirements. Functional modules that perform the calculation of, for the example, number of locations. The requirements may have strong variations and be run-time user-dependent parameters.

The accommodation of this degree of functional flexibility may be done by just providing a general module or may require, or by user inputs and conditions of the facilities, but it can be seen as to not subject to which the facilities can be represented and directed that the facility can be used by unique problem data requirements or the ability to provide this degree of flexibility to meet different user requirements. Some of the general requirements may require different types of processing of the general requirements. These differences the facilities to which to provide to meet of any kind. Some examples of how this might be done are given below. Many different combinations are possible, but only those are listed to allow the reader to understand functional to cover the applications.

Processing

This is where it will be that data will accumulate facility to different and responses them. Facility can be accomplished to display results with. The modifications should be built in such a flow investigation. Some functions will require functional and enhancements.

Inputs

Inputs to the data base functions for the general purpose is implemented below. It is assumed that the facilities to be flexible. It is also be needed and requirements to be able to little training accomplish objectives, that users can use here to indicate that data values of individual features to modify for needed by applications.

CHAPTER IV

SUPERVISOR RESPONSIBILITIES

Following a review of those qualities required for a good supervisor, let us examine a description of the typical supervisor's job to see what it is that he does that requires possession of those qualities.

The responsibilities to be considered are a composite of those found in private as well as government enterprise. These are as follows:

Selection of Employees

A generation ago, nearly all industrial hiring was done by the supervisor. Today hiring has been largely taken over by the employment office or the personnel department. This does not mean though that the supervisor should take no part in the hiring process. Since the supervisor is closer to the actual job, he usually knows the work better than anyone else. Therefore the supervisor usually interviews applicants before appointment and often makes final decision as to which of two or more applicants will be appointed. The supervisor almost invariably has the right to reject the employment office selection, even if he does not interview applicants before appointment. Thus the final responsibility for selection is the supervisor.

This requires an understanding of job requirements, ability to judge people, and freedom from emotional bias or prejudice.

Induction of Employees

The supervisor welcomes the new employee to the department, gives him some idea of "what it is all about", and arranges for his training.

This requires friendliness and tact, and an ability to plan a training program.

Training of Employees

Staff assistance is usually available, and supervisors are often

Performance Responsibilities

Following a review of these qualities required for a good supervisor, let us examine a description of the typical responsibilities to see what it is that he does that requires possession of these qualities.

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Induction of Employees

The supervisor welcomes the new employee to the department, first idea would that of "What is it all about", and explaining the his function.

This explains fundamentals and work, and so acquaint to them with security program.

Training of Employees

Right assistance is usually available, and supervising may often

given instruction in methods of teaching, but in many cases the supervisor is directly and completely responsible for the training of new and old employees. Job training as a rule is actually done by the supervisor or by skilled workmen directly under the supervisor. In many instances a certain amount of general training is done by a central training department, but follow-up and seeing that this training is carried over into practice is the responsibility of the supervisor.

This duty requires thoroughness, ability to teach, ability to plan, technical knowledge broad enough so that the trainee can be told reasons for each step, and enough job skill so that work can be demonstrated in a manner that will be desirable for the trainee to imitate.

Rating and Recommendation

All supervisors are required frequently to rate their employees. In some cases there is a formal employee merit-rating plan. In other cases the supervisor is merely asked for his recommendations with regard to promotions, salary increases, transfers, or lay-offs.

This duty requires keenness of observation, fairness, emotional stability, freedom from prejudice, and ability to weigh a number of facts and reach a conclusion which takes into account objectively all of these facts. Finally it requires courage, because in many cases employees will be resentful of a frank and truthful rating.

Correction and Discipline

The supervisor usually has full authority to administer correction wherever instructions are not being followed. If all methods of correction short of actual disciplinary action fail to accomplish the desired results, there are usually certain limitations on how far the supervisor may go in administering discipline without securing the approval of a higher executive. It is generally accepted practice that the supervisor does not have the power of outright dismissal without having

first secured the approval of a higher executive.

Handling of correction and discipline is probably the most difficult and complex of the supervisor's duties. It requires fairness, emotional stability, tact, courage, and an open mind capable of adjusting itself to changed conditions.

Grievances

It is one of the supervisor's primary responsibilities to handle his employee relations so that employees will take up with him all matters which are troubling them before these matters reach the stage of being grievances. For those which do reach this stage it is provided in most grievance plans that the first step is for the worker to present his grievance to the supervisor. It is the supervisor's responsibility to handle the matter in such a manner that the employee does not feel that it is necessary for him to go "higher up".

Morale

This is the bringing about of the condition which causes a feeling on the part of all employees that their department is the "best". In the finest sense it is not a separate duty but the combination and purpose of all the supervisory duties. Yet it should be considered separately, because sometimes a situation occurs in which each part of the supervisory job seems to be well done but the morale is low. Combining the parts into an effective whole is fully as important as doing well each part of the supervisory job.

This over-all doing of a good job of supervision calls for all the qualities previously mentioned, plus a skill in combining and using whatever qualities the supervisor may have so that a successful job of supervision is done.

Technical Operating Responsibilities

The supervisor is expected to be constantly alert to the possibility

of improvement in the method or product. It is his responsibility to make suggestions.

Probably the supervisor's most important duty and the one which is in reality a combination of all the supervisory technical and other duties is to see that quality and quantity standards for the output are always maintained and often exceeded.

Within the limits of his authority, the supervisor is responsible for the control of costs. In addition to seeing that each person does a "day's work for a day's pay", he can help keep costs down by planning vacations at dull seasons, by suggesting transfers and cooperating with other supervisors in transfers, and by suggesting time and material saving methods and devices.

Responsibility for Materials and Equipment

Many departments have expensive and delicate equipment which must be given proper care if it is to give good service. Some machines frequently require expert attention and adjustment. In many departments, too, the cost of supplies consumed is a considerable item of expense. Employees are often careless or ignorant and the supervisor must be constantly on the alert if the machines are to be kept operating efficiently and the supply expense maintained at a normal level. All this requires technical knowledge and skill, as well as a constant attention to detail.

Responsibility for Working with Other Departments

It is an important duty of the supervisor to see that his department is a member of the whole team and not merely an individual star. In almost any type of business, government or private, material flows from one department to another, and each can help the other. Petty differences between workmen in his department and those in other departments must be straightened out in a manner that protects the rights of his own employees but also decreases friction.

CHAPTER V

HUMAN RELATIONS IN SUPERVISION

Numerous researchers have established the fact that the attitude of supervisors has a direct bearing on whether a group ranked high or low in production.

The day of the master-servant relationship is over. Workers, like management, have certain basic rights, such as the freedom to join unions and to be represented by them without fear of reprisal; they have the right to be treated with respect as individuals and not to be treated as commodities to be bought and sold. Human understanding and a live regard for others' rights and for their dignity as human beings are the only weapons which bring peace and accord.

There is one fundamental conviction which top management must have or no sound human relations program can be successful. Top management must sincerely believe that the best way to increase production is to improve the workers' job satisfaction. Executives must recognize that the attitude of workers toward the supervisor and company spell the difference between poor and greater production. They must encourage all members of management to use the methods which improve morale and must back them up in all their efforts in making this a living policy.

Supervisors on the front line must carry the ball. For the lack of a better term, let's refer to this first line supervision as the foreman. He is most important and more than anyone else can change workers' attitudes. What he says and does represents company policy to the workers for he <u>is</u> the company in their eyes. The foreman, like the office manager, is the key man in nearly all human relations. He can prevent grievances and solve them before they become major problems. His prestige with the employees gets the job done and builds loyalty.

MEDIA SITUATION IN BOLIVIA/ECUADOR

Business representatives being approached for their time for activities of importance has a direct bearing on whether a group meeting plan or low is produced.

The key of the media-personnel relationship is over. Secretary, like management, have certain basic rights, such as the freedom to join unions and to be represented by them without fear of reprisal. They have the right to be treated with respect as individuals and not to be treated as commodities to be bought and sold. Human understanding and a firm respect for others rights and for their ability to learn return the only weapons which virtue gives and demand.

There is one fundamental restriction which top management must face if it is going to be successful. The management must thoroughly believe that the best way to business improvement is to improve the workers' job satisfaction. Researches must recognize that the attitude of workers toward the supervisor and company spell the difference between good and poorly operating. They must recognize all problems of management to use the methods below to improve morale and work best done on to all basic attitude in making true a living policy.

Supervisors on the front line must carry the ball. For the line of a better team, lucky color to this first line supervision is the keenest. It is most important and more than anyone else can change workers' attitudes. What he says and does represents company policy to the workers in the eyes company is their eyes. The foreman, like the office manager, is the key man to nearly all human relations. He must present principles and solve them before they become major problems. He deals with the workers quite the job done and fulfills loyalty.

Improved Communications

Management now realizes that in the past it has been indifferent to the opinions of workers. They also know than an informed work force is the best guarantee for successful and profitable operations.

Modern management embraces the premise that every employee has the right to know what the company does, how it does it, why it does it, and who benefits from it. This is recognition that employees have a vital interest in the company, because what it does affects their personal welfare. Workers who are informed how the contribution of their work fits into the products and activities of the company are more cooperative and efficient. Workers who have the same information as management will probably reach the same conclusion.

The main channel in all of this is the immediate supervisor, who must be kept well informed on current affairs. Management must be honest and frank on all kinds of information, even though this leads to the acknowledgment of mistakes and shortcomings. Supervisors who are thus informed find the workers' confidence in them increased by the very fact that they are well informed about the enterprise.

Getting current information from the top to the workers is but half the job. Workers and unions frequently complain that top management is not informed since they are surrounded by people who only pass on what they think executives will want to hear or that the truth is distorted while filtering through the various levels. To overcome this, top executives must have regular meetings and contacts with workers themselves and every opportunity should be used to sound out their views.

The day of company secrets is over. The problem of disseminating sound current facts and information is greater than one of just company morale. It is a problem which must be met in the entire community and in the whole nation, if our cherished free enterprise system is to endure.

And the supervisor must carry the message.[1]

Knowledge of People to Generate Harmony

When a man or woman is put in charge of a group of workers, he is faced with fundamental business relationships with his superiors, with his colleagues, and with his subordinates. To deal with them successfully, he should possess or acquire a sympathy with and an understanding of persons as individual personalities; a knowledge of how mental and emotional processes function, both in individuals and in groups; an actual or potential ability to get on with people; and finally, action patterns which translate his inner feelings and knowledge into effective action.

Good leadership requires careful penetrative thinking and it requires absolute self-control. These three traits: interest in and affection for people, power of personality, and a scientific trend of mind, may be said to be the outstanding requirements for supervisory success.[2]

Many persons, successful in their dealings with others, have never analyzed their knowledge or activities, but they have continuously conducted themselves in an appropriate manner. However, only a gifted few know instinctively how to deal with others. Fortunately those with ordinary endowments of feeling and intelligence can go far to develop in themselves the capacities for effective human relations.

The most obvious thing about people is that they are all different.

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[1] Willard E. Parker and Robert W. Kleemeier, Human Relations in Supervision, McGraw Hill Book Co. (New York, Toronto, London), 1951, p. 40.

[2] Henry E. and Mary C. Niles, The Office Supervisor, John Wiley & Sons, Inc. (New York, 1942, p. 55.

It means that we cannot treat everybody alike and expect the same results. The reason we have supervisors is to get things done through other people. The supervisor can't carry the load himself; he must delegate the jobs to others. The supervisor is the leader but cannot function without a comprehensive knowledge and understanding of the individuals who work with him. Practically everything a supervisor does is influenced directly by what he knows of his subordinates. He studies their behavior which is the dynamic expression of their personalities, so that he can work with them and they with him. Lack of confidence or enmity usually stem from the failure of people to understand each other. To understand the motives and behavior of employees, it is necessary to know why they act as they do; but to know this, it is necessary to know how they live and what forces have shaped their lives and personalities.

This means a knowledge of family backgrounds and early environments. By being reasonably familiar with the interests, educational background, childhood experiences, home life, social activities, needs and attitudes that make a man what he is, the supervisor knows what to expect from him and can use this understanding wisely in motivating him to use his many abilities.

There are two principal ways through which the supervisor can learn about his associates, by observing and by listening.

In observing, being an accurate witness is not an easy accomplishment. We are always influenced by our own experiences, which to a large extent determine how we interpret what we see. To be an accurate observer, one must try to eliminate personal bias as much as possible. This is known as observing objectively and means that insofar as possible, one should not permit his own opinions and preconceived ideas to interfere with his interpretation of what he observes.

Listening is a vital tool of supervision yet is one of the most

difficult practices to master. This is due in large part to feelings of self-importance and expression of ego. Listening has tremendous advantages. It provides a chance to study the attitudes of the talker and to find out what he really is thinking about and this provides time for the supervisor to decide on his own course of action.

So the modern supervisor must be something more than a casual observer or listener. He must be a practical psychologist looking and listening for the tip-offs in individual differences of workers. The better the understanding of human behavior, the better the supervisor.

Attitudes and Morale

Factors within a person affect his interpretation of the actions which surround him and the responses he makes to these actions. Attitude is of large importance among these factors. Attitude is an individual's predisposition to act in a certain way. This means that supervisors must know what workers are thinking in order to do the right things to bring about better job satisfaction. The worker's thoughts and opinions are expression of his attitudes and these, in turn, are dependent upon his needs.

High morale is one of the essentials for effectiveness in any organization. Good morale seems to be based upon a feeling of having an essential part, although perhaps a small one, in an organization that is worthwhile. This must be accompanied by a feeling of competence to fill one's part and the assurance that one's supervisor is willing and able to help and has one's true interest at heart.

The first line of supervision bears the brunt of developing the interest and cooperation of the worker which develops morale. The supervisor's job is a salesman's and the product is an idea, an attitude, a goal. The supervisor's behavior must reflect what he sells. He must follow the goals he wants others to accept and believe the things he wants others

to believe.

All of the dollars in the world cannot buy good morale. Its very essence is participation and the job of supervision is to make every worker feel that he is a real participant in achievements of the enterprise. Anything which encourages a sense of belongingness makes a real contribution toward morale building and this proper consideration of the worker as an individual inevitably leads to better production or service as the case may be.

CHAPTER VI

SUPERVISION IN CIVIL SERVICE

This chapter brings to light those certain phases in governmental supervision that have no counterpart in the supervision of private enterprise. There is no question that the successful supervisor of civil service employees must have an understanding of supervisory techniques that are foreign in many respects to the supervisors in an organization that functions under private ownership.

This difference in methods of supervision is due to the unusual administrative framework within which the governmental supervisor must function and particularly to the unique situation that arises when the subordinate has been selected, and is employed, under civil service regulations.

Selecting Personnel

In some governmental organizations there is a tendency on the part of supervisors to consider their responsibility for selecting new personnel as negligible. They argue that the civil service system of employment relieves them of this responsibility of selection. This is true to a certain degree for the supervisor never interviews any applicants who are not qualified for the particular position by the rules of Civil Service. Therefore, it is true that some applicants are eliminated by the intricacies of civil service who otherwise might be exceptionally well qualified from the supervisor's standpoint of ability to get the job done.

There are also those occasions in times of great labor shortage, caused by lagging salary rates between the government and private enterprise, that the governmental supervisor has less opportunity to choose the new members of the working force. There is also the problem during periods of greater selectivity whereby the high scorers (persons with exceptional

ability) on civil service exams for jobs with little advancement opportunities will have to be selected. Invariably dissatisfaction will result in these situations. Many private corporations have long since adopted the policy of disqualifying applicants who make high scores on low grade jobs.[1/]

Discipline

Discipline in the governmental organization usually is less in direct evidence than in the private corporation. This difference is at present showing a great decline with the strong restrictions appearing in union contracts with private business regarding disciplinary measures and offenses that are subject to discipline. Actually such a practice approaches those long found in federal government levels, where offenses and limits of punishment are prescribed.

Discipline in a civil service organization is often a matter of viewing the cooperation of subordinates and securing their liking to a degree not usually considered necessary in the supervision of employees in private industry.[2/]

Unique Features of Governmental Supervision

The universal methods of governmental supervision previously referred to in this chapter have been developed through experience and are based on the necessity for getting results from a working force that cannot be coerced.

The most independent group of workers in this country are those employed under civil service. And when, as so often is the case, these

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1/ Alfred M. Cooper, Supervision of Governmental Employees (McGraw Hill Book Co., New York and London, 1943), p. 33.

2/ Ibid., p. 37.

[1] Alfred D. Chandler, The Visible Hand (Cambridge, Mass., 1977), p. 39.

[2] Ibid., p. 37.

workers are also members of labor unions, the situation from the standpoint of those who must direct the activities of these people becomes increasingly difficult. The average supervisor in a governmental organization appreciates this problem and prepares himself to cope with it.

For example, while it is theoretically possible to discharge any civil service employee for just cause, actually the supervisor involved soon discovers that there is much more to securing this employee's discharge than preferring charges against him. Whatever the charges, various hearings must be held at separate levels of review, including appeals to the Civil Service Commission. During this process the employee may be represented by counsel, who will exert every effort to prove that the supervisor involved is inefficient, incompetent, and dishonest.

In addition to this there must be faced the conventional and traditional attitude of the members of hearing bodies and the commission. These people are usually determined that every civil service employee receive entirely fair treatment from the supervisor at all times and are inclined to bend over backwards toward the employee when rendering a decision. This practice has the effect of increasing the security of the civil service employee in his position while exasperating the conscientious supervisor who finds himself saddled with an employee who rightly deserves to be discharged.

Such proceedings serve to place the supervisor on trial rather than the employee and this tends to cause supervisors to move very slowly in taking drastic action. Under the circumstances no one can blame the civil service supervisor for being quite hesitant in the preferring of charges against an employee.

This situation leads to the intolerable practice of transferring unsatisfactory employees to other departments in lieu of preferring severe charges. As a rule this practice of passing the misfits around

does little to relieve the situation but it does pose a challenge to the supervisor that is seldom known in private industry. That challenge is the act of successfully converting the worthless employee into a valuable asset. As unions grow in strength, this same problem will arise more and more to challenge the supervisors of private industry.

CHAPTER VII

CONCLUSIONS

Because of his position at the bottom of the management hierarchy, the first line supervisor often feels that he is the forgotten man. He rarely participates in the making of decisions or the determination of policy, and often is not well informed as to the why and wherefore of such decisions. All too frequently he knows only that management has decided to do thus and so and, in many cases, expects him to put the decisions into action. While theoretically his ideas or sentiments are communicated up the line and are taken into account when management makes decisions, he knows that actually they only get through to the top in a very hit-or-miss manner and rarely influence decisions on policy. Certainly he almost never has the satisfaction of communicating them directly and seeing that they are actually considered. Of course, management occasionally makes the gesture of consultation, but usually all it amounts to is a get together after a decision has been made. Such meetings are often thought of as an attempt to "sell" the supervisor on management's decisions rather than as an honest attempt to let them join in making the decisions.

All this does not mean that first line supervisors necessarily think that they are qualified to make the decisions which top management must make. They do, however, often feel that, while top management often talks of them as being part of management and expects them to identify with the interests of the company and of top management, it does not make them feel that they really belong. They feel that they are expected to take whatever is handed down to them from above no matter how arbitrary it may seem to them nor how difficult it may make their jobs.

[illegible]

[illegible] of the position of the tendon of the [illegible]
literally, the first time examination often [illegible] to be the
[illegible] rule. Or really [illegible] on the [illegible] of [illegible]
or the [illegible] of policy, and either is not [illegible] to be
the way and exercise of such decisions. All too frequently a case
only just [illegible] the decision to do this and to use, it only seems
[illegible] to put the deciding vote across. While essentially his
ideas or [illegible] are considered by the line and are taken into
account when [illegible] decisions, he knows that actually their
only put through to the top in a very [illegible] manner and [illegible]
[illegible] depends on policy. Constantly he [illegible] over the
[illegible] of committees, then [illegible] may easily [illegible] the
eventual result. Of course, [illegible] occasionally within the
[illegible] of [illegible], but usually all it amounts to is a war
[illegible] after a decision has been made. Such [illegible] are often
thought of in an attempt to "split" the [illegible] in [illegible]
[illegible] within that an ex [illegible] effort to [illegible] [illegible]
the decision.

All this does not mean that these [illegible] unnecessarily
think that they are qualified to make the decisions which are [illegible]
such ways. They do, however, often [illegible] while [illegible]
other [illegible] or them be doing part of [illegible] and [illegible]
[illegible] with the interests of the company but of top management. It
does not make them feel that they really belong. They feel that they
are employed to [illegible] whatever is needed even to [illegible] to
matter how [illegible] it may seem to them nor how difficult it may make
their jobs.

And yet the leaders of private industry and top officials of government both agree that good supervisors are a requirement for profit or for service. Still the true significance of the full value of excellent first line supervision has not been grasped. Management has failed to understand that the relationship between employee attitudes and group productivity is not nearly so significant as the relationship between supervisory attitudes and group productivity.

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